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International drug control

Quinquennial evaluation of the implementation of the outcome of the twentieth special session of the General Assembly devoted to countering the world drug problem together

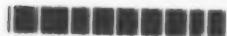
Report of the Secretary-General

Summary

In its resolution 57/174 of 18 December 2002, the General Assembly requested the Secretary-General to submit a report to the Assembly at its fifty-eighth session on the quinquennial evaluation of the implementation of the outcome of the twentieth special session, including on the Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction, based on the report of the Commission on Narcotic Drugs on its forty-sixth session. The present report has been prepared in response to that request.

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I. Introduction

1. In June 1998, at its twentieth special session, devoted to countering the world drug problem together, the General Assembly adopted a Political Declaration (resolution S-20/2, annex), the Declaration on the Guiding Principles of Drug Demand Reduction (resolution S-20/3, annex) and measures to enhance international cooperation to counter the world drug problem (resolution S-20/4). The measures contained in resolution S-20/4 included the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors (resolution S-20/4 A), measures to control precursors (resolution S-20/4 B), measures to promote judicial cooperation (resolution S-20/4 C), measures to counter money-laundering (resolution S-20/4 D) and the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development (resolution S-20/4 E). Subsequently, at its fifty-fourth session, the Assembly adopted the Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction, contained in the annex to resolution 54/132 of 17 December 1999.

II. Quinquennial evaluation of the outcome of the twentieth session by the General Assembly

2. In its resolution 57/174 of 18 December 2002, entitled "International cooperation against the world drug problem", the General Assembly urged all States to implement the outcome of the twentieth special session, within the agreed time frames, in particular the high-priority practical measures at the international, regional and national levels. The Assembly requested the Secretary-General to submit, at its fifty-eighth session, a report on the quinquennial evaluation of the outcome of the twentieth special session, including on the Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction, based on the report of the Commission on Narcotic Drugs on its forty-sixth session. The present report has been prepared in response to that request.

3. The General Assembly vested the Commission on Narcotic Drugs, which had served as the preparatory body for its twentieth special session, with the mandate to oversee the implementation of the action plans and measures adopted at that session. In paragraph 20 of the Political Declaration, the Assembly called upon all States to report biennially to the Commission on Narcotic Drugs on their efforts to meet the goals and targets for the years 2003 and 2008. It requested the Commission to analyse those reports in order to enhance the cooperative effort to combat the world drug problem.

4. The Commission on Narcotic Drugs examined its new mandates emanating from paragraph 20 of the Political Declaration at its forty-second session, held from 16 to 25 March and on 30 November and 1 December 1999. The Commission adopted a questionnaire that included the information to be reported by Member States on the action plans and measures adopted by the General Assembly. It requested the Executive Director of the United Nations International Drug Control Programme to prepare, on the basis of the replies to the questionnaires provided by Governments and drawing on the expertise and experience gained by the Programme from its global assistance programmes, a biennial report for

consideration by the Commission in 2001, 2003, 2007 and 2008. The first biennial report of the Executive Director, based on 109 responses to the questionnaire, was considered by the Commission at its forty-fourth session, in 2001, and the second biennial report, based on 117 responses to the questionnaire, was considered by the Commission at its forty-sixth session, in 2003. The present assessment of the implementation of the outcome of the special session reflects information provided by Governments in their replies to the second biennial questionnaire, as covered in the report of the Executive Director to the Commission (E/CN.7/2003/2 and Add.1-6), and information provided by Governments to the Commission during its forty-sixth session.

III. Ministerial segment of the Commission on Narcotic Drugs: a five-year review of progress achieved in meeting the goals and targets set out in the Political Declaration

5. Pursuant to Economic and Social Council resolution 1999/30 of 28 July 1999 and Commission on Narcotic Drugs resolution 45/7, the Commission held a two-day ministerial segment, attended by 132 Member States including 75 ministers, in Vienna on 16 and 17 April 2003. The theme of the ministerial segment was an assessment of the progress achieved and the difficulties encountered by Governments in meeting the goals and targets set out in the Political Declaration. At the conclusion of the meeting, the ministers and government representatives participating in the ministerial segment adopted a joint ministerial statement covering an assessment of the implementation of the commitments entered into at the twentieth special session of the General Assembly and a set of recommendations for the period 2003-2007, which are before the Assembly in document A/58/124. The present report on the quinquennial assessment of the action plans and measures adopted in 1998 is structured along the lines of those plans and measures.

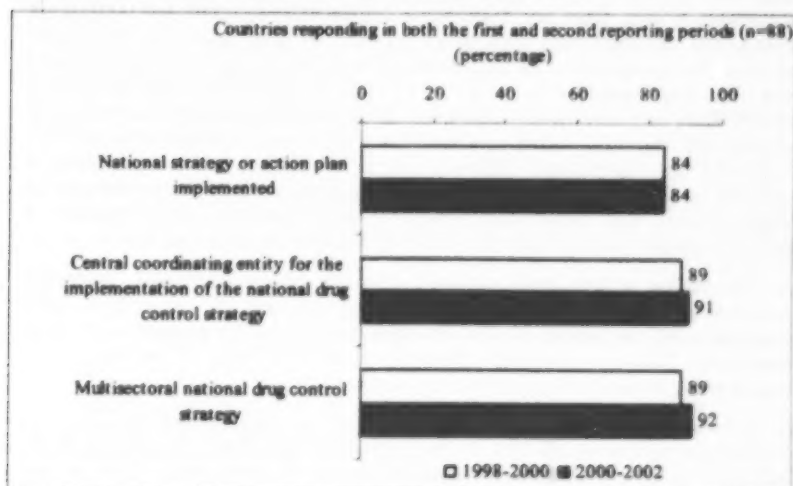
IV. Adoption of national drug control strategies and plans

6. A national drug control strategy or plan is an essential instrument to ensure careful planning and coordinated action that address all aspects of the drug problem and the interaction between different areas of activity, such as law enforcement, health, education and sustainable development. National drug control strategies or plans have been adopted or updated (77 per cent of Governments submitting their replies to the biennial questionnaire) to include the goals and targets adopted by the General Assembly at its twentieth special session. The overwhelming majority of States (91 per cent) reported that their strategies or plans were multisectoral in nature, with the main sectors covered being health (93 per cent), social programmes (84 per cent), education (88 per cent), law enforcement (91 per cent), justice, employment, youth programmes and non-governmental and civil society organizations.

7. Effective coordination between a Government and civil society is an important requirement for the implementation of a national drug control strategy or plan. Most of the States responding to the questionnaire (89 per cent) indicated that they had established a central coordinating entity, commission or inter-ministerial office or

committee, often headed by a senior government official and often located within the office of the president, the vice-president, the prime minister or a senior minister, to coordinate the implementation of the national strategies or action plans. As indicated in figure I below, considerable progress has been achieved in this area since 1998, as reflected by Government responses during the first and second reporting periods.

Figure I
National drug control strategies, 1998-2000 and 2000-2002



V. Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction

8. Demand reduction is an indispensable pillar of the global approach to countering the world drug problem. A landmark event was the adoption by the General Assembly at its twentieth special session of the Declaration on the Guiding Principles of Drug Demand Reduction, followed, one year later, by the adoption of the Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction. Of the 117 States responding in 2002 to the second biennial questionnaire, 86 per cent reported having a national drug demand reduction strategy that took into account or was based on the Guiding Principles.

9. Assessment of the drug abuse situation and analysis of data, as stressed in the Declaration on the Guiding Principles of Drug Demand Reduction, provided the basis for demand reduction activities in 84 per cent of States responding in the second reporting period compared to 74 per cent in the first. Many more States (82 per cent) had established mechanisms for assessing the problem as compared to the first period (61 per cent). The United Nations Office on Drugs and Crime is actively engaged in the setting up of standards for and provision of technical

assistance to States for assessment and analysis of the drug abuse situation through its Global Assessment Programme on Drug Abuse.

10. Progress was achieved in terms of the number of States with mechanisms to assess and report on the achievements of their national demand reduction strategies (75 per cent, up from 69 per cent) in line with the emphasis placed in the Declaration on the Guiding Principles of Drug Demand Reduction on assessment and the adoption of evidence-based approaches. Coverage of prevention programmes, in particular those dealing with the development of life skills and alternatives to drug abuse and those being implemented in health and correctional centres, had increased. One third of all programmes were reported to be gender-sensitive. The proportion of States providing non-pharmacological treatment of drug abuse had also increased and more States offered specialized services such as detoxification and substitution treatment. There was also greater involvement of primary care and other health-care facilities, correctional institutions, community institutions and specialized addiction treatment facilities in the provision of treatment services. An increase in the coverage of programmes to reduce the negative health and social consequences of drug abuse was also reported, in particular those aimed at testing for infectious diseases linked to drug abuse.

11. Prevention of drug abuse remained a priority. Public information campaigns continued to figure prominently in national drug strategies (83 per cent of States compared to 81 per cent in the first reporting period) and the proportion of States basing such campaigns on needs assessments increased from 79 per cent in the first reporting period to 95 per cent in the second.

12. Financial constraints were cited by 50 per cent of States as causing difficulties in implementing the Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction. Other impediments related to lack of appropriate systems, structures, technical expertise, coordination and multisectoral cooperation, each cited by at least one third of respondents.

13. The considerable increase in the volume of reported activities reflects the translation into action of the commitments made by States at the twentieth special session. Activities increased considerably in almost all areas corresponding to the mandates contained in the Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction.

14. Reducing demand for illicit drugs requires changing attitudes and behaviours, a process calling for sustained, long-term efforts. Progress has been made. States are pursuing a balanced approach and demand reduction has become a priority for most States. The level of drug abuse, especially in developing countries and countries with economies in transition, remains, however, a cause for concern, while in some other parts of the world the abuse of certain drugs has stabilized. Demand reduction efforts need to be stepped up over the next five years to achieve significant and measurable results. In particular, Governments should continue to demonstrate their commitment by allocating resources that are commensurate with the challenge posed by drug abuse.

VI. Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors

15. In paragraph 13 of the Political Declaration, Member States decided to devote particular attention to illicit manufacturing, trafficking and consumption of synthetic drugs and called for action to give effect to the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors. The Action Plan recommended action in five key areas: raising awareness of the problem, reducing demand, providing accurate information, limiting supply and strengthening the control system.

16. Most Governments (88 per cent) that replied to the biennial questionnaire reported that they had implemented the provisions of the international drug control treaties, the resolutions and decisions of the Economic and Social Council and the Commission on Narcotic Drugs and the recommendations of the International Narcotics Control Board related to the illicit manufacture of, trafficking in and abuse of synthetic drugs, in particular amphetamine-type stimulants. Measures applicable to amphetamine-type stimulants were included in national laws and regulations. Some Governments noted the lack of expertise and stated that international assistance was required for the implementation of the global legislative framework addressing the various aspects of the problem of amphetamine-type stimulants.¹

17. In view of the rapidly changing pattern and geographic spread of the problem of amphetamine-type stimulants, many Governments took action to raise public awareness of the problem and gave high priority to combating the problem in all its aspects. Most States (80 per cent of respondents) had launched national prevention and awareness-raising campaigns and strategies. Campaigns targeted parents and youth, as well as specific groups at risk. Mass media campaigns, interactive media, the Internet, telephone hotlines, sports events, counselling centres, seminars, workshops, written materials and school curricula and syllabuses had been used in the majority of reporting States as ways to raise awareness about the dangers of amphetamine-type stimulants.

18. A majority of Governments (60 per cent) reported that their actions to raise awareness of the harmful effects of amphetamine-type stimulants targeted specific groups such as medical personnel, youth and other vulnerable groups, officials of law enforcement and judicial bodies, schools, universities, religious and grass-roots organizations, counsellors, local government officials, researchers, truck drivers and non-governmental organizations. In many cases, specific measures had been taken targeting youth so as to dispel the perception of amphetamine-type stimulants as harmless and non-addictive. A significant proportion of Governments (40 per cent) also made the entertainment and pharmaceutical industries the target of their amphetamine-type stimulants awareness-raising efforts.

¹ See E/CN.7/2003/2/Add.4 for a more detailed analysis of the efforts by States to implement the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors.

19. An increased number of Governments (75 per cent compared to 57 per cent in the first reporting period) had adopted measures to reduce abuse of amphetamine-type stimulants. Most Governments (60 per cent) had launched national campaigns to reduce illicit demand for amphetamine-type stimulants. However, less than one third provided specialized treatment, after-care services or other services for abusers. Non-governmental organizations played an important role in furthering measures to reduce the illicit demand for amphetamine-type stimulants and a number of Governments had enlisted non-governmental organizations in the provision of treatment services.

20. Measures taken to reduce demand for illicit amphetamine-type stimulants included education, prevention, treatment, monitoring, evaluation and research. In some countries, programmes had been developed and included in primary and secondary schools' curricula. Several Governments exercised strict control to prevent the abuse and possession of even small amounts of amphetamine-type stimulants. Those measures were in some cases complemented by sanctions, including imprisonment and fines for any act of publicity or propaganda designed to encourage drug abuse, in particular of amphetamine-type stimulants.

21. Almost 60 per cent of Governments replying to the questionnaire, as compared to 48 per cent in the first reporting period, had adopted measures to monitor continuously the abuse of amphetamine-type stimulants. Research results on demand and abuse patterns had been incorporated into prevention and treatment efforts by a majority (57 per cent) of Governments. More than half the Governments responding, 53 per cent compared to 39 per cent in the first reporting period, had adopted specific programmes to prevent youth from experimenting with amphetamine-type stimulants.

22. Instructions for the clandestine manufacture and techniques used in the abuse of amphetamine-type stimulants are widely available, particularly on the Internet. Some Governments reported that they were disseminating information on the dangers of amphetamine-type stimulants through the Internet and that law enforcement agencies were working to counter the misuse of information technology, including the use of the Internet, in furthering the abuse of amphetamine-type stimulants. In the second reporting period, the number of Governments that had adopted measures to prevent the dissemination of information on illicit drugs on the Internet increased to 25 per cent, from 14 per cent in the first period. Some Governments had established special units to combat the misuse of the Internet for criminal activities and had developed web pages to disseminate drug information to the public, in particular to parents, students and health-care professionals.

23. The effective monitoring of precursors for the production of amphetamine-type stimulants is essential to curtail their illicit manufacture. Many States (63 per cent of respondents) had adopted measures to detect the clandestine manufacture of amphetamine-type stimulants, including measures to monitor the methods used. A number of States (38 per cent of respondents) regularly conducted signature analysis and profiling of seized amphetamine-type stimulants. Over one half of responding States (55 per cent) had taken measures to enhance cooperation with the chemical industry to prevent the diversion of precursors for amphetamine-type stimulants. A significant breakthrough was the international agreement to further international cooperation to monitor precursors used for the illicit manufacture of amphetamine-

type stimulants under a new initiative called Project Prism. Similarly, a large number of Governments (45 per cent) had taken measures to prevent the diversion and irresponsible marketing and prescribing of amphetamine-type stimulants.

24. Strengthened laws and law enforcement efforts are needed to counter trafficking in amphetamine-type stimulants and improved regional cooperation is needed to counter their illicit manufacture, trafficking and abuse. However, only 35 per cent of the responding States indicated that they had provided assistance to other States in dealing with the illicit manufacture, trafficking and abuse of amphetamine-type stimulants. On the other hand, almost 60 per cent of Governments, compared to 50 per cent in the first reporting period, had adopted measures to reinforce regional cooperation. Additional special efforts are needed to improve the assistance States provide to one another in facing the challenge of illicit manufacture, trafficking and abuse of amphetamine-type stimulants.

VII. Countering money-laundering

25. In paragraph 15 of the Political Declaration, Member States undertook to make special efforts against the laundering of money linked to drug trafficking and established the year 2003 as the target date for the adoption by States of national legislation to implement the money-laundering provisions of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988.² Several Governments informed the Commission at its forty-sixth session that they had adopted or revised legislation against money-laundering, established financial intelligence and investigation units and special national coordination offices and had introduced closer monitoring and regulation of the financial sector and professional services. Many countries reported that they were implementing the recommendations of the Financial Action Task Force on Money Laundering.

26. As illustrated in figure II below, a comparison of the 2001 and 2003 reporting periods shows that the proportion of States that criminalized the laundering of proceeds of drug trafficking increased from 80 per cent to 88 per cent. The percentage of States that had criminalized the laundering of the proceeds of all serious crime rose from 63 per cent to 78 per cent, and the percentage that had introduced legislative measures leading to money-laundering investigations, prosecutions or convictions also rose, from 48 per cent to 67 per cent, reflecting significant progress in the adoption and implementation of initiatives to counter money-laundering.

27. As illustrated in figure III below, significant progress was also made in the area of legislative development. Many more States (91 per cent in 2003, 80 per cent in 2001), reported that their legislation provided for freezing, seizure and confiscation of proceeds derived from drug trafficking offences. The number of States reporting having legislation for freezing of proceeds derived from other serious crime increased from 62 per cent in the first reporting period to 75 per cent in the second while those that had successfully frozen, seized or confiscated proceeds derived from drug trafficking increased from 62 per cent to 77 per cent.

² *Official Records of the United Nations Conference for the Adoption of a Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, Vienna, 25 November-20 December 1988*, vol. I (United Nations publication, Sales No. E.94.XI.3).

Figure II
Measures against money-laundering, 1998-2000 and 2000-2002

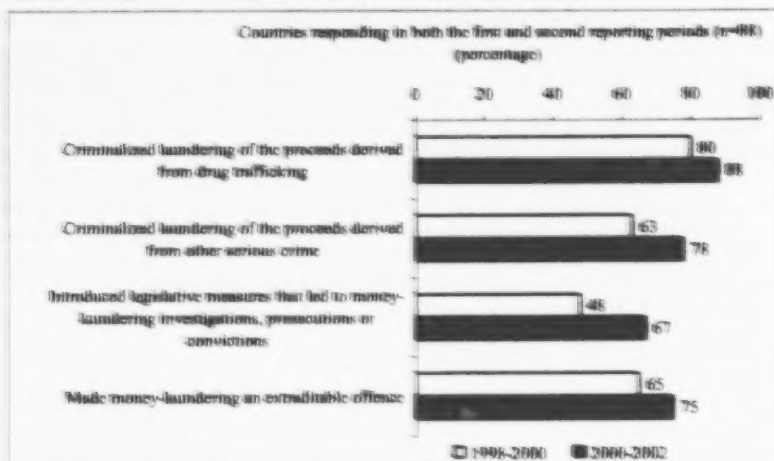
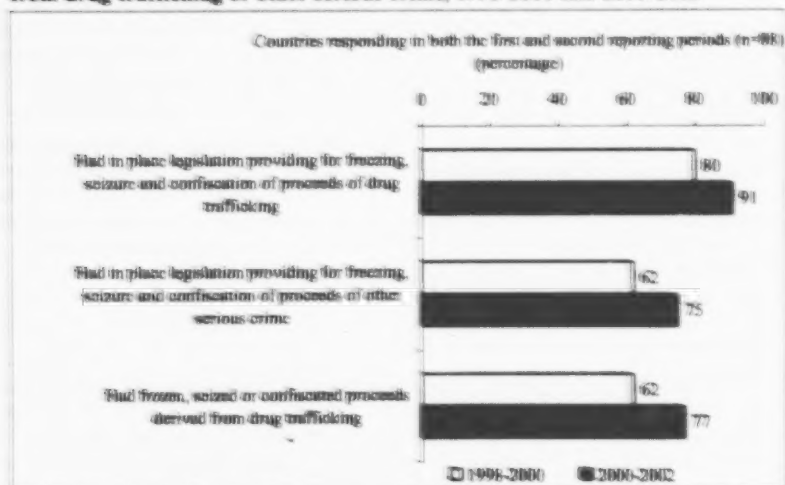
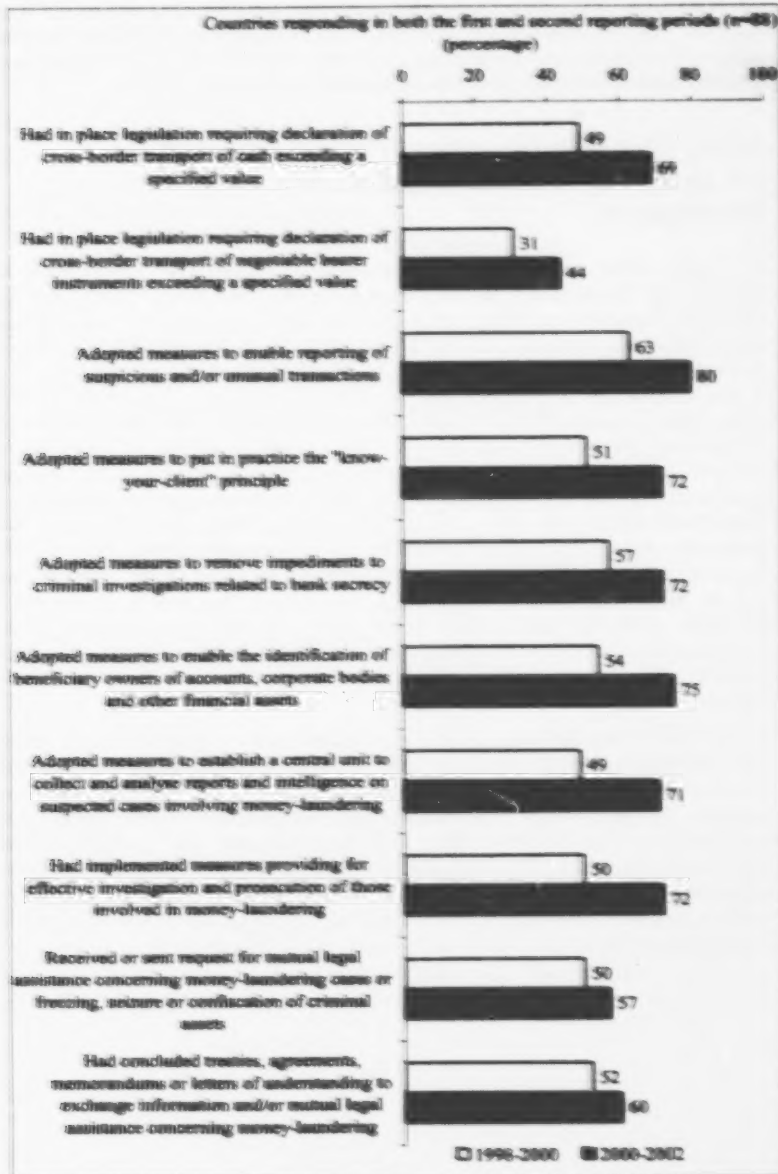


Figure III
Legislation providing for freezing, seizure and confiscation of proceeds derived from drug trafficking or other serious crime, 1998-2000 and 2000-2002



28. There was a marked improvement in the number of States that had adopted legislation and measures to report suspicious and/or unusual transactions (see figure IV below), based on the "know-your-customer" principle, including measures taken to remove impediments to criminal investigations related to bank secrecy. Such measures have enabled the identification of beneficiary owners of accounts, corporate bodies and other financial assets.

Figure IV
Measures to enable the reporting of suspicious or unusual transactions,
1998-2000 and 2000-2002



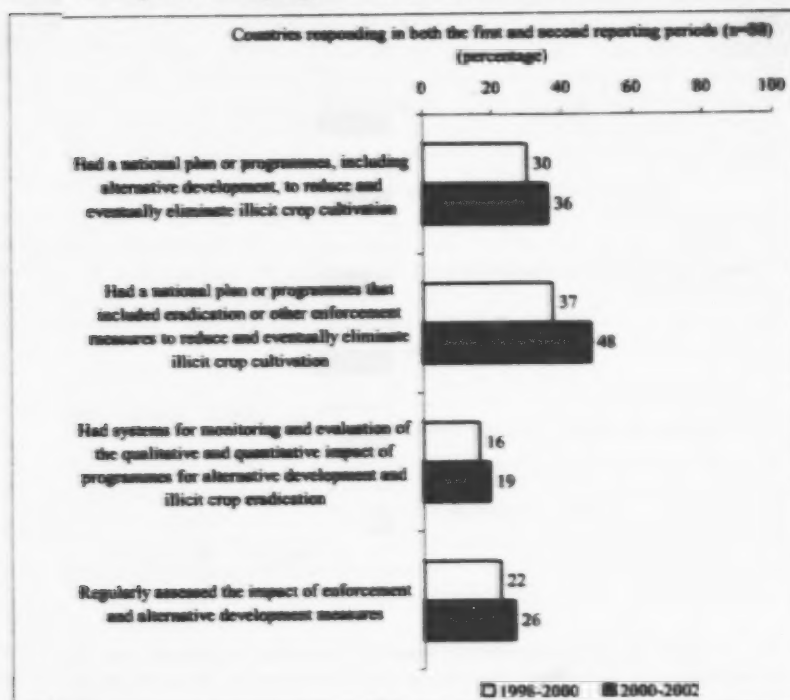
29. Several States continued to face constraints and difficulties in introducing and implementing measures to combat money-laundering, in particular because of a lack or limited availability of expertise and resources. In some jurisdictions, political and economic interests militated against and/or delayed the introduction of such measures. Further technical assistance is needed to provide all States with the capacity to combat money-laundering and remove impediments to the exchange of information on money-laundering investigations.

VIII. Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development

30. Since 1998, when the General Assembly adopted the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development, States affected by the illicit cultivation of coca bush and opium poppy have adopted national plans and programmes, including alternative development programmes, to reduce and eventually eliminate such cultivation. Five of the six principal countries affected by illicit cultivation of the coca bush and opium poppy, namely the Lao People's Democratic Republic and Myanmar in Asia and Bolivia, Colombia and Peru in Latin America, reported significant achievements and investments to counter illicit cultivation. With the exception of Afghanistan, all the countries in Asia affected by the cultivation of the opium poppy had experienced considerable declines in illicit cultivation. Pakistan, Thailand and Viet Nam had drastically reduced illicit cultivation to very low levels by 2001-2002, while the Lao People's Democratic Republic and Myanmar had achieved reductions of around one fifth on the previous year's production figures. Afghanistan was the exception to this trend, where an improvement in the illicit crop cultivation situation in the coming years is being closely linked to improvements in the political and security situation in the country. In the Latin American region, illicit coca production fell in Bolivia, Colombia and Peru.

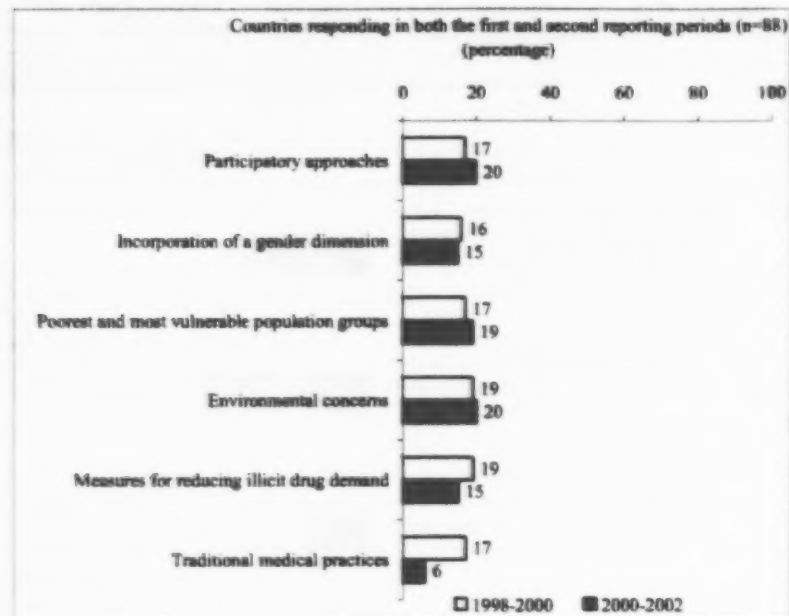
31. A total of 46 countries had adopted national plans or programmes to reduce and eventually eliminate cultivation of coca bush and opium poppy; 37 countries reported that their programmes or plans also covered the illicit cultivation of cannabis. National plans or programmes included eradication or other enforcement measures in 60 of the responding countries (53.6 per cent), targeting illicit cultivation of opium (29 countries), coca bush (8 countries) and cannabis (48 countries). Figure V below provides further information on the existence of various measures aimed at elimination of illicit crop cultivation and related monitoring systems.

Figure V
Existence of a national plan or programmes, including alternative development, and eradication or other enforcement measures to reduce and eventually eliminate illicit crop cultivation and monitoring and evaluation systems to assess the impact of such programmes, 1996-2000 and 2000-2002



32. Programmes for alternative development and crop eradication require a mix of institution-building and community development activities. Most Governments indicated that their programmes included support for the establishment of community organizations and provided training for and funding of such organizations, and other supportive measures. Such programmes were reported to be balanced and multifaceted and took into consideration participatory approaches, gender dimensions, vulnerable population groups and environmental concerns. Figure VI below presents a comparison of the responses between reporting periods.

Figure VI
Aspects taken into consideration in alternative development
programmes, 1998-2000 and 2000-2002



33. A total of 30 Governments reported providing assistance for alternative development on a bilateral, regional or multilateral basis, compared to 17 in the first reporting period. A number of countries, particularly those most affected by illicit crop cultivation, reported increased fund-raising for alternative development. However, the majority of countries conducting alternative development and crop eradication programmes noted that such activities were entirely funded from their national resources. Several countries, particularly in Africa, reported devoting considerable human and financial resources to the eradication of cannabis cultivation.

34. A total of 24 Governments reported that they possessed monitoring and evaluation systems to assess the quantitative and qualitative impact of alternative development and illicit crop eradication programmes. In that context, the United Nations Office on Drugs and Crime Global Illicit Crop Monitoring Programme had made possible the establishment of monitoring programmes in the countries most affected by illicit cultivation of the coca bush and opium poppy. Many Governments cited lack of technical and financial assistance as an obstacle to the development and implementation of such systems.

35. New initiatives by several States have contributed to the progress made towards meeting the goals of reduction and eventual elimination of illicit crop cultivation, in particular through alternative development programmes. The States involved in eradication of illicit coca bush cultivation included Bolivia, Colombia and Peru and those concerned with illicit opium poppy cultivation included the Lao People's Democratic Republic and Pakistan. Illicit opium poppy cultivation is mostly concentrated in Afghanistan and Myanmar. Further and ongoing support from the international community is required in order to secure the gains made so far and to move closer to achieving the goals set at the twentieth special session for 2008. Increasingly, the objective of eliminating or significantly reducing illicit crop cultivation should be included in the programmes and development assistance frameworks of multilateral and regional development agencies and international financial institutions.

36. The eradication on significant reduction of illicit crop cultivation requires long-term commitment. Financial constraints, limited access to markets for alternative development products and lack of material, human and financial resources were reported as the main impediments to the sustained implementation of programmes for alternative development and the eradication of illicit crop cultivation.

IX. Judicial cooperation

37. The Single Convention on Narcotic Drugs as amended by the 1972 Protocol,³ the Convention on Psychotropic Substances of 1971,⁴ the 1988 Convention and the action plans and measures adopted at the twentieth special session of the General Assembly provide the framework for international cooperation in countering the drug problem. Since the twentieth special session of the General Assembly, several States have ratified the international drug control treaties, which now enjoy almost universal adherence.

38. Pursuant to paragraph 16 of the Political Declaration, Member States have taken special initiatives to further cooperation among judicial and law enforcement authorities, with a view to countering drug trafficking. Judicial cooperation has been strengthened and measures have been adopted to facilitate extradition, mutual legal assistance, transfer of proceedings, controlled delivery and maritime cooperation, as well as to enhance the judicial process, for example through protection of witnesses and judicial officers.

39. The 1988 Convention and the measures adopted at the special session called on States to remove impediments to extradition, in particular the non-extradition of nationals. Of the States responding in the second reporting period, most (88 per cent) had adopted legislation permitting and facilitating extradition for criminal offences involving drug trafficking. However, over half (52 per cent) indicated that their legislation precluded or limited the extradition of nationals. Most States dealt

³ United Nations, *Treaty Series*, vol. 976, No. 14152.

⁴ *Ibid.*, vol. 1019, No. 14956.

with extradition through bilateral agreements, although a large proportion of States (58 per cent) had entered into multilateral extradition agreements. Many States faced difficulties in negotiating and giving effect to extradition agreements. One such difficulty related to application of penalties regarded to be inconsistent with existing conventions for the protection of human rights and fundamental freedoms, such as the imposition of capital punishment by requesting States.

40. A majority of States (70 per cent in both reporting periods) had adopted legislation facilitating and enabling mutual legal assistance with other States. Guides or manuals on mutual legal assistance had been developed by 30 per cent of the respondents. To facilitate mutual legal assistance, many States had entered into bilateral (70 per cent) and/or multilateral agreements (60 per cent) or other arrangements that simplified procedures for requesting assistance in money-laundering cases. However, absence of bilateral or multilateral arrangements and differing legal and procedural requirements often inhibited cooperation among law enforcement agencies in various countries.

41. Many States (71 per cent of the respondents) reported sharing information with other States concerning criminal investigation techniques to counter drug trafficking, organized crime and terrorism. Although most States (79 per cent) had established specialized units for investigating drug trafficking offences, it was noted that further progress should be made to enhance direct cooperation between law enforcement authorities in combating drug trafficking, particularly measures targeting drug trafficking organizations.

42. Several States had adopted new drug law enforcement techniques targeting organized criminal networks. A large majority of the responding States (74 per cent) indicated, for example, that their legal systems permitted the use of the law enforcement technique of controlled delivery, which had facilitated the dismantling of criminal networks.

43. Drug trafficking by sea remained a major challenge for States: over one half of the responding States indicated that their legislation facilitated cooperation in countering drug trafficking by sea. Some States (31 per cent of the respondents) reported having cooperation agreements with other States to counter drug trafficking by sea and invoking those agreements in successful interceptions of vessels carrying illicit drug consignments. One of the obstacles encountered was the changing of flags by ships, which made it difficult to identify the State of registry of a ship.

44. Many States (63 per cent replying in the second reporting period) had in place legislation, rules or procedures for the protection of judges, prosecutors, surveillance personnel, law enforcement officers and witnesses. A number of States (22 per cent in both reporting periods) had reviewed, amended, simplified and/or strengthened procedures in connection with the protection of judges, prosecutors, surveillance personnel, law enforcement officers and witnesses.

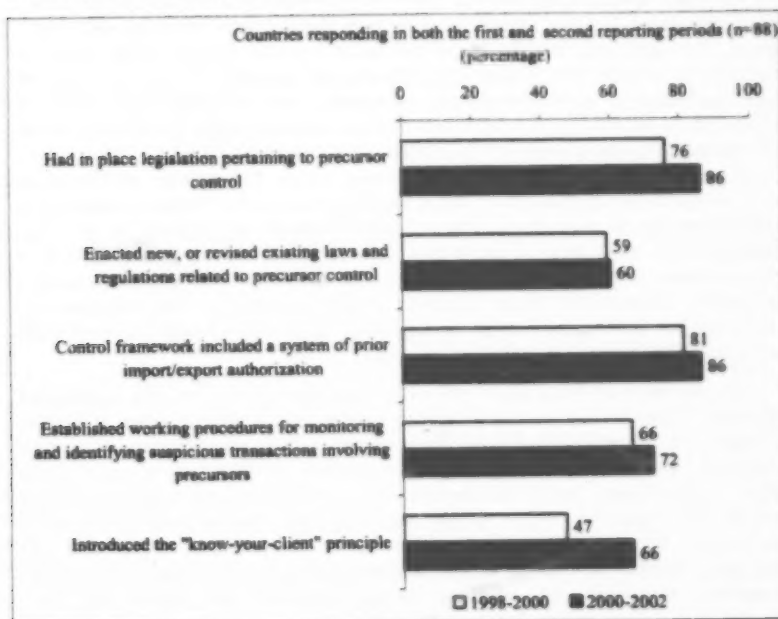
X. Control of precursors

45. In paragraph 14 of the Political Declaration, Member States decided to devote particular attention to measures for the control of chemical precursors essential for the production of illicit drugs.

46. The responses of States over the two reporting periods show a marked improvement in the control of precursors since 1998. Of the 114 States replying to the questions on precursor control in the second reporting period, 93 States (82 per cent) had in place legislation for precursor controls, compared with 76 per cent in the first reporting period. A large proportion of the States (60 per cent) had enacted new or revised existing legislation and regulations related to precursor control and had introduced procedures to identify and report on the use of substitute chemicals and new methods of illicit drug manufacture.

47. Many States (72 per cent in the second period compared to 66 per cent in the first) had established procedures for the monitoring and identification of suspicious transactions involving precursors and introduced the "know-your-client" principle in relation to licit trade in precursors. Further efforts are needed to monitor trade in precursors, including the provision by exporting States of pre-export notification to the competent authorities in importing countries for all transactions involving substances in Table I of the 1988 Convention. Information provided by Governments on measures to enhance precursor control is presented in figure VII.

Figure VII
Measures to enhance precursor control, 1998-2000 and 2000-2002



48. International cooperation to monitor precursors has increased significantly since 1998 and new international initiatives have been launched. The International Narcotics Control Board has coordinated international efforts to prevent diversions

from international trade through Operation Purple for potassium permanganate, a major precursor for the manufacture of cocaine, and Operation Topaz, which focuses on acetic anhydride, a key chemical used in the illicit manufacture of heroin. The Board is also coordinating the operation of Project Prism, for the monitoring of precursors used for the illicit manufacture of amphetamine-type stimulants.

49. Further efforts must be made to launch law enforcement investigations when diversions of precursors from licit trade have been discovered, in order to identify those responsible and prevent further diversions. Similarly, codes of conduct with the chemical industry and cooperation with associations, persons or companies engaged in licit activities involving precursors need to be further developed and implemented.

XI. Trends assessment: encouraging progress

50. The initiatives taken by Governments to implement the action plans and measures adopted at the twentieth special session of the General Assembly, as reported to the Commission on Narcotic Drugs in 2001 and 2003, reflect the progress made in countering the drug problem. However, positive developments are mixed with some alarming signals in relation to certain types of drugs and certain regions. The stabilization or decline of heroin and cocaine abuse in some countries gives reason to hope that greater achievements are possible. Trends for synthetic drugs, particularly amphetamine-type stimulants, are worrying and abuse of cannabis is on the rise. On the supply side, illicit coca cultivation is declining. Illicit cultivation of the opium poppy is also declining and shifting from one Asian region to another, but the total output volume remains stable. The number of producing countries has been significantly reduced, showing the positive impact of alternative development programmes, as in Pakistan and Thailand. Afghanistan is the main producer, while the output in South-East Asia is down. Cannabis is produced in every continent, to an extent that is hard to gauge. Little is known about the location and output volumes of illicit synthetic drugs, particularly amphetamine-type stimulants, but illicit manufacture is beginning to spread beyond the traditional centres in North America, Europe and East Asia.

51. On the basis of the present evaluation and drawing on the long established experience of the United Nations in dealing with the illicit drug problem, a number of trends can be observed. Firstly, drug control policy works. There is enough evidence to show that under appropriate conditions countries can bring the drug problem under control. Policy is most effective if it balances interventions to reduce demand with those to reduce supply, including law enforcement and judicial cooperation. Secondly, demand reduction works. However, it needs time and sustained commitment. There is already a substantial body of evidence to prove that prevention, treatment and rehabilitation are effective and, above all, their opportunity cost is much lower than enforcement and interdiction. Thirdly, alternative development works. There is strong evidence that illicit drug crops can be eliminated if programmes tackle the basic problems effectively: essentially the poverty of small farmers. Across the world's opium and coca growing areas, farmers have switched to licit livelihood when their risk versus reward balance was made consistent with a fundamental economic law: that fast money comes only at a high

risk. The longer-term challenge is to expand alternative development interventions to all opium and coca producing areas, on a broader scale than hitherto. This will require the continued political commitment of Governments together with resources from the multilateral development agencies and financial institutions. Fourthly, international cooperation works. However, the continued success of international drug control can only be ensured if all countries operate within the common framework of international law. The three drug control conventions provide such a framework, complemented by the action plans and other measures adopted at the special session, in particular the Declaration on the Guiding Principles of Drug Demand Reduction, and the subsequent Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction.